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C O N F I D E N T I A L SECTION 01 OF 03 KABUL 000567

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SUBJECT: CANADIAN EMBASSY SEEKS ENHANCED CIVILIAN  
COOPERATION IN KANDAHAR

REF: OTTAWA 158

Classified By: PRT Counselor Valerie C. Fowler for reasons 1.4 (b) and (d)

11. (U) This is an action request. Please see para. 9

12. (C) Summary: Canadian Deputy Head of Mission (DHOM) Ben Roswell and senior Canadian reps from Kandahar, invited U.S. Embassy officers from PRT-SNG, USAID and Pol-Mil for a March 12 discussion aimed at improving civilian coordination between U.S. and Canadian missions during the U.S. troop build-up in the South this summer. Referring to the mission in Afghanistan as the "central conflict of our times," Roswell and his team struck a positive tone, briefing Embassy officers on the changing structure and activities of the Kandahar Provincial Reconstruction Team (KPRT) over the past year and providing a list of suggested mechanisms for enhanced cooperation (see para 11). The Representative of Canada in Kandahar (RoCK) Ken Lewis invited the USG to participate in and sign its current Kandahar Action Plan (KAP) Review, and encouraged the U.S. to place a senior-level RoCK counterpart in Kandahar. Discussion covered a range of strategic questions, including reconciliation, rule of law, education, civil society, and Afghanistan-Pakistan border issues. End Summary.

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KPRT Improving Operational Coherence  
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13. (SBU) In a briefing of KPRT structure and activities, Canadian Political Director in Kandahar Cory Anderson said extensive remodeling of Canadian civilian presence over the last year has reduced stove-piping between agencies. The KPRT has tripled its civilian presence to 60 personnel in political, correction services, and development (CIDA) portfolios. Over the coming year, the Canadian civilian presence in Kandahar is expected to top 100, including staff at RC-South headquarters. Many of the positions are at more senior levels. The Canadian Embassy has devolved considerable authority for decisions and use of resources to the KPRT. The resulting improvement in operational coherence, according to Anderson, has lent to an increased capacity of GIROA elements to respond more quickly and independently to crises. For example, after a June 13, 2008 prison break at Sarpoza Prison, KPRT focused on infrastructure, training and mentoring. Less than a year later, Sarpoza meets United Nations standards. Thanks to the same capacity-building efforts, Afghan forces successfully responded to December 2008 attacks at the Kandahar Provincial Council (PC) and National Directorate of Security (NDS),

without asking for help from ISAF quick reaction forces at the KPRT less than five kilometers away.

14. (SBU) The senior Kandahar CIDA rep explained that the Dahla Dam project in Arghandab still enjoys strong Canadian public support, despite the death of a Canadian soldier there last week. The project, aimed at agricultural development and economic growth, includes an initial USD 50 million investment. Canada sees the Dahla Dam as a signature test case of geographical versus functional division of labor between our two missions, since Arghandab will fall within the zone of influence of the arriving U.S. Stryker Brigade. The Canadians view our lead on security and their lead on development as an opportunity to exemplify a symbiotic division of labor there.

15. (C) The Canadian KPRT political section has increased its staff from two to 10 based on its expanding role in governance in Kandahar. Anderson reported he had trained recently with the incoming Stryker Brigade in California, and felt the U.S. troop surge was "completely in line with (Canadian) expectations." Further, he said that both CIDA and Political teams have forward-deployed for two to three week intervals to the most dangerous districts, such as Zharay, Panjwai, and Spin Boldak. This has allowed the KPRT to undertake inter-agency reviews of development and program priorities at the Canadian "Synch Board" meetings, which include State and USAID reps.

16. (C) The Canadian RC-South team reported that their Kandahar Action Plan (KAP) Review is currently underway and should be released in final on or around May 20, 2009.

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Roswell said the Government of Canada would welcome U.S. participation in the KAP review, particularly in encouraging GIROA support for the process. He invited the USG to co-sign the KAP as a strong, positive, coordinated message to GIROA officials. The Representative of Canada in Kandahar (RoCK) and the Commanding Brigadier General in Kandahar will sign for the Canadians. Alluding to long-standing Canadian concerns about command and control issues and multi-mission integration (see reftel), the Canadians asked the USG to assign a senior level counterpart to the RoCK in Kandahar.

17. (C) Roswell said the Canadians are very pleased about the impending U.S. troop increase in the South and asked State and USAID PRT Directors to provide a general picture of our proposed civilian increase. PRT Director Fowler underscored that the plan to complement our increased troop presence is still under development and pending senior level approval in Washington, highlighted our efforts to tailor each position to the specific needs of each location, and stressed our desire to improve multi-lateral coordination and complementary efforts. The Canadian team asked about the difference between Human Terrain Teams (HTTs) and District Support Teams (DSTs). We clarified that the two elements are distinctly different - DSTs would be staffed with technical experts in development and capacity-building specialties - and similarly explained that our proposed civilian positions at the Stryker Brigade and Marine Expeditionary Brigade would provide "connective tissue" for civilian-military strategic planning efforts.

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KAP Review a Chance for a Coordinated Message  
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18. (SBU) DHOM Roswell presented a non-paper of proposed measures for enhanced coordination between our two missions, in light of the U.S. troop lay down this summer. The points, provided in full below, focus on means to avoid "donor fratricide" and duplicative funding, joint messages to GIROA at the national level, and the need for our commanders to discuss key problems simultaneously. The Canadians

brainstormed additional ideas for active cooperation from their side, including placing Canadian personnel into U.S. elements such as the Brigade headquarters or at a District Support Team (DST) at Spin Boldak.

¶9. (C) Action request: Post requests Washington guidance on possible participation and signature of the KAP review. Given the intended Canadian signatories, we believe the appropriate USG counterpart would be the DCM. We would welcome further guidance on the request to assign a USG equivalent to the "RoCK," to supplement our preliminary response that we may face practical conflicts within our current reporting structures. End Action Request.

¶10. (C) Following the initial discussion, DHOM Roswell invited Embassy officers to an elegant dinner at the Ambassador's residence, where the discussion touched on the most important recurring themes in Kandahar, including reconciliation, border control, and the reality and costs of our operations in Afghanistan. Seasoned representatives based in Kandahar provided personal opinions that insurgents are winning in terms of public perception, because they are coordinating attacks more thoughtfully in order to heighten the feeling of insecurity among an already traumatized public. The CIDA representative said that, although troop presence in Afghanistan after 2010 is still under review, Canada is committed to a long-term development focus, especially in education and "Afghanization" of civil society. The senior Canadian civil-political representative said the lack of rule of law may be the main hindrance to our success in Kandahar. On border control, he said he believes Pakistan is not taking the West seriously and may be deliberately turning a blind eye to insurgent elements in Baluchistan. An inter-agency Canadian team will visit Spin Boldak March 26 to 27 to enhance cross-border cooperation.

¶11. (C) Text of Non-Paper "Canada - U.S. Cooperation in Kandahar Province":

Negotiating authority:

- Task Force Kandahar has a dual-headed command structure,

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with BGen Vance and Ken Lewis both responsible for the overall management of Canada's mission in Kandahar.

- Coordination regarding the security line of operation will be negotiated between respective national commanders in accordance with RC(South) guidance. Coordination on the governance and development lines of operation will be negotiated between respective Embassies and Senior Civilian representatives.

- The Canadian lead on governance and development matters in the province is the Representative of Canada in Kandahar (RoCK).

Unity of Effort:

- A shared coordination mechanism for delivering assistance to Kandahar province is highly desirable. The Kandahar Action Plan (KAP) could be broadened to serve as the foundation for developing a jointly-owned assistance framework. This coordination should include CERP allocations and other forms of assistance provided by USG agencies.

- National approaches to supporting district-level governance should be consistent with the goal of reinforcing the authority and effectiveness of provincial authorities. Close bi-national dialogue should be maintained on how to reinforce governance throughout the province, with the aim of ensuring operational coherence with the KPRT and respective Task Forces and national elements.

- In respect of representation to central governmental authorities, both sides endeavor to ensure close coordination in Kabul and agree to maximum transparency in respect of national plans affecting Kandahar specifically and southern Afghanistan more generally.

Cooperation - Kandahar PRT:

- Under the direction of the RoCK, the Kandahar PRT will retain Canadian national leadership over provincial governance matters until 011.
- Canada would welcome the appointment of a senior U.S. representative in the KPRT to assist in coordination and synchronization with U.S. elements and agencies. We are open to U.S. suggestions regarding the placement of this official in the KPRT management team.
- A review of the future of the KPRT should be conducted before 2011. Canada will consult USG as part of this process.

Cooperation - Kandahar Airfield (KAF):

- The RoCK and the Senior U.S. Civilian Representative in KAF ought to develop and maintain a close working relationship on Kandahar related issues, including on the implementation of alternative livelihood, reconciliation and border-related initiatives.
- U.S. and Canadian commanders and senior civilian representatives should meet on a regular basis in order to jointly review progress in the province and discuss the way forward. From time to time, this should be complemented by embassy-level discussions.

Personnel exchanges:

- Canada is thankful to the U.S. for the Department of State and USAID personnel deployed to the KPRT over the last three years. To the extent possible we would like to continue these exchanges.
  - Canada is prepared to discuss the deployment of Canadian civilian liaison officers to USG elements.
- WOOD